

Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01

MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02

/067 W

-----131418Z 054313 /42

R 131308Z APR 77

FM AMEMBASSY NIAMEY

TO SECSTATE WASHDC 6548

C O N F I D E N T I A L SECSTION 1 OF 2 NIAMEY 1647

STADIS//////////

E.O. 11652: GDS

TAGS: PFOR, NG

SUBJECT: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT - NIGER

PARTS II AND III

PART II - RESOURCE ASSESSMENTS

STATE

1. SINCE WE HAVE SUCH A SMALL STATE COMPONENT, IT IS SOMETHING OF AN ABSTRACT EXERCISE TO MATCH BODIES TO FUNCTIONS. THREE STATE OFFICERS -- THE AMBASSADOR, THE DCM, AND A JUNIOR OFFICER ARE RESPONSIBLE FOR THE TOTAL RANGE OF THE STATE DEPARTMENT'S SUBSTANTIVE WORK HERE. THIS CONFIGURATION HAS NOT CHANGED, INDEED IT HAS DIMINISHED SINCE THE EARLY 60'S WHEN WE WERE A MINI-EMBASSY WITH INTERESTS IN NIGER MUCH SMALLER THAN TODAY. THE AMBASSADOR AND THE DCM SPEND THE MAJORITY OF THEIR TIME ON PROGRAM DIRECTION WITHIN THE MISSION, ON REPRESENTATION, AND ON OUR DIALOGUE WITH THE GON ABOUT (1) ASSISTANCE PROGRAMS, (2) MULTILATERAL ISSUES, AND (3) ECONOMIC AND POLITICAL CONCERNS. THE JUNIOR OFFICER COMBINES AN ECONOMIC/COMMERCIAL REPORTING PROGRAM WITH
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CONSULAR RESPONSIBILITIES AND A BEWILDERING VARIETY OF AD HOC CHORES.

2. THIS STAFF IS MINIMALLY ADEQUATE AT THE PRESENT TIME TO CARRY OUT THE BASIC DEPARTMENTAL FUNCTIONS OF LIAISON WITH THE GOVERNMENT, COORDINATION WITHIN THE MISSION, AND REPORTING. THIS STAFF IS NOT, HOWEVER, ALWAYS ABLE TO BE

FULLY RESPONSIVE TO THE ELABORATE REQUIREMENTS ENTAILING RESEARCH AND INVESTIGATION WHICH ARE SOMETIMES LEVIED ON US BY CIRCULAR INSTRUCTIONS. NOR IN MY VIEW WILL IT BE SUFFICIENT IF WE DEVELOP MORE EXTENSIVE ECONOMIC AND COMMERCIAL INTERESTS IN NIGER AS A RESULT OF OUR AID INPUTS OR NEW U.S. INVESTMENTS.

3. OUR EIGHT OTHER STATE POSITIONS, AN ADMIN OFFICER, A GSO, TWO SECRETARIES, A NURSE, AND THREE COMMUNICATORS, PROVIDE A NUCLEUS OF SUPPORT -- FOR STATE AND OTHER AGENCIES -- NECESSARY TO MAINTAIN A MINIMALLY OPERATIVE DIPLOMATIC MISSION.

OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

4. AT THE PRESENT TIME, WE HAVE EFFICIENT AND EFFECTIVE AID, USIS, AND PEACE CORPS OPERATIONS. THE GOALS AND OBJECTIVES AS OUTLINED IN PART I INVOLVE THESE AGENCIES DIRECTLY AND ASSIGN TO THEM PRIMARY ACTION RESPONSIBILITY IN SEVERAL AREAS. THE ROLE OF AID, USIS AND PEACE CORPS IS DULY APPRECIATED BY THE GON.

5. PEACE CORPS PROGRAMS ARE PRIMARILY REFLECTIVE OF THE WISHES OF THE GOVERNMENT OF NIGER AND THE PERSONNEL SUPPLIED (SOME 104 VOLUNTEERS AT PRESENT) ARE THE DIRECT RESULT OF REQUESTS WE RECEIVE FROM THE GON. WE EXPECT PEACE CORPS PROGRAMS TO CONTINUE AT THE SAME LEVEL FOR THE NEXT SEVERAL YEARS. WE HAVE BEEN WITHOUT A PERMANENT PEACE CORPS DIRECTOR FOR ALMOST A YEAR, HOWEVER, AND BADLY NEED A NOMINATION IN ORDER NOT TO LOSE VALUABLE MOMENTUM.
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6. THE USIS BUDGET FOR NIGER IS SHARPLY CONSTRICTED. ON SEVERAL OCCASIONS RECENTLY, USIS'S BUDGETARY CONSTRAINTS HAVE ALMOST FORCED US TO FOREGO VALUABLE PROGRAMMING OPPORTUNITIES (E.G., IT WAS ONLY BECAUSE OF FAST FOOTWORK IN CU IN WASHINGTON THAT WE HAVE MANAGED TO SAVE OUR INNOVATIVE ENGLISH TEACHING PROGRAM AND TO SECURE, LAST YEAR, A SECOND IV GRANT FOR NIGER. I HOPE SOME WAY CAN BE FOUND FOR USIS TO ACCORD A HIGHER PROGRAM PRIORITY TO NIGER AND THE SAHEL IN GENERAL AS WE MOVE INTO A PERIOD OF GROWING U.S. CONCERN -- AND MORE U.S. RESOURCES -- FOR THIS AREA OF AFRICA.

7. IT IS OBVIOUS THAT AID IS THE OVERWHELMINGLY IMPORTANT INSTRUMENT OF U.S. POLICY IN NIGER. WHAT AID DOES AND HOW IT DOES IT CAN, MORE THAN ANYTHING ELSE, SET THE TONE OF OUR RELATIONS WITH NIGER. AT THE PRESENT TIME, WITH THE AGENCY'S FY 1978 BUDGET REQUEST, AND ITS PLANS FOR FY 1979 WHICH INCLUDE AN EXPANSION OF FUNDING FOR BILATERAL PROJECTS VIA SPECIAL APPROPRIATIONS FOR THE SAHEL DEVELOPMENT FUND, THE LEVEL

OF AID RESOURCES AVAILABLE FOR NIGER SEEMS TO PRESENT NO PROBLEM. USING THESE RESOURCES EFFICIENTLY IN THE INNOVATIVE AND HIGHLY EXPERIMENTAL WAYS WHICH ARE BEING PROPOSED IN THE SAHEL DEVELOPMENT EFFORT -- WHICH IS TO SAY GUARANTEEING THAT WE ARE NOT JUST THROWING MONEY AND PEOPLE AT PROBLEMS -- WILL CONSTITUTE A MAJOR CHALLENGE AND CHIEF MANAGEMENT PROBLEM OF BOTH AID AND THE DEPARTMENT FOR THE NEXT SEVERAL YEARS. THE POSSIBLE PITFALLS FOR THE QUOTE SAHEL AID BUILD-UP UNQUOTE HAVE BEEN EVOKED BY THIS MISSION AND OTHERS SIMILARLY AFFECTED ON NUMEROUS OCCASIONS. IT ALL BOILS DOWN TO A FEW INTER-RELATED CONCERNS:

-- GUARANTEEING THAT PROJECTS RESPOND TO THE REAL PRIORITIES OF HOST GOVERNMENTS, WITHOUT PLACING UNDUE STRAIN ON THEIR OWN RESOURCES;

-- AVOIDING DUPLICATION AND MAINTAINING COORDINATION WITH FRIENDLY DONORS;
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-- KEEPING OUR OWN PROCEDURES SIMPLE ENOUGH SO THAT THE RECIPIENT COUNTRIES CAN UNDERSTAND -- AND THEREBY SUPPORT -- THEM;

-- AVOIDING A PROLIFERATION OF STAFF AND KEEPING AMERICAN LIFE STYLES IN HARMONY WITH THE LOCAL ENVIRONMENT.

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ACTION AF-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01

MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02

/067 W

-----131412Z 054520 /42

R 131308Z APR 77

FM AMEMBASSY NIAMEY

TO SECSTATE WASHDC 6549

C O N F I D E N T I A L SECTION 2 OF 2 NIAMEY 1647

STADIS////////////////////////////////////

8. THERE IS NO MAGIC SOLUTION TO THESE POTENTIAL PROBLEMS. BUT THEY CERTAINLY WILL REQUIRE A HIGH DEGREE OF SENSITIVITY ON THE PART OF ALL ELEMENTS OF THE USG IN THE PERIOD AHEAD AND THE REINFORCEMENT OF CLOSE AND HIGH-LEVEL WORKING RELATIONSHIPS BETWEEN THE DEPARTMENT AND AID IN WASHINGTON AS WELL AS IN THE FIELD.

9. HAVING UNDERGONE A TRIPLING IN SIZE IN THE LAST TWO YEARS OWING TO OUR AID ACTIVITIES (WE CURRENTLY HAVE POSITION CEILINGS FOR 30 AID DIRECT HIRE AND ANOTHER 19 PLUS CONTRACT EMPLOYEES), THIS MISSION, FOR ONE, HAS ABOUT ATTAINED ITS OPTIMUM PRACTICAL SIZE. IT SEEMS LIKELY, HOWEVER, THAT THE SAHEL DEVELOPMENT PROGRAM WILL CREATE STRONG PRESSURES FOR ANOTHER QUANTUM LEAP IN THE NUMBERS OF AMERICAN COMING INTO THE SAHEL. BEFORE THIS HAPPENS SERIOUS THOUGHT SHOULD BE GIVEN TO REASSESSING OUR MODE PROCEDURES WHICH AT PRESENT ARE DEFICIENT IN THAT THEY (1) ARE COUNTRY SPECIFIC EVEN THOUGH PROGRAMS ARE REGIONAL, (2) ARE ACTIVATED ONLY AFTER FUNDS ARE APPROPRIATED AND PROGRAMS WELL ALONG, (3) EXCLUDE CONTRACT PERSONNEL.

PART III - STATE PERSONNEL RECOMMENDATIONS

10. THE STRUCTURE OF NIAMEY'S ADMINISTRATIVE OPERATION HAS BEEN CONFIDENTIAL

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THE SUBJECT OF EXTENSIVE STATE/AID DISCUSSIONS HERE AND IN THE DEPARTMENT. THE BASIC ISSUE IS WHEITHERWE HAVE A SEPARATE AID SUPPORT STRUCTURE OR A COMBINED ADMINISTRATIVE ORGANIZATION. WHICHEVER WAY WE GO, NO NEW STATE POSITIONS ARE REQUIRED, BUT IF A STATE OFFICER IS TO SERVE AS HEAD OF A COMBINED ADMINISTRATIVE SECTION, THIS POSITION WOULD HAVE TO BE UPGRADED TO THE O-3 LEVEL.

11. MISSION STAFFING CHART

AGENCY/ FUNCTION	CURRENT FY 77			
	AMER	AMER	FSL	FSL
	OFFS	STAFF	PROF	STAFF

STATE

EXECUTIVE	2	2	0	2
POLITICAL	0	0	0	0
ECON/COM'L	1	0	0	0
ADMIN (OF WHICH) (CORE)	6	6	1	16
COMMUNICATION	3	0	0	2
SECURITY	0	6	0	0
REGL OFFICES	0	0	0	0
CONSULAR	0	0	0	1

OTHER AGENCIES

USIS	1	0	1	6
AID&	27	3	0	56
PEACE CORPS	5	0	2	4

& FOLLOWING FIGURES DO NOT INCLUDE DIRECT OR INDIRECT K EMPLOYEES
WHO PRESENTLY NUMBER 19.

PROJECTED FY 79

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AGENCY/ FUNCTION	AMER OFFS	AMER STAFF	FSL PROF	FSL STAFF
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STATE

EXECUTIVE	2	2	0	2
POLITICAL	0	0	0	0
ECON/COM'L	1	0	0	1&&
ADMIN (OF SHICH) (CORE)	6	6	1	16
COMMUNICATION	3	0	0	2
SECURITY	0	6	0	0
REGL OFFICES	0	0	0	0
CONSULAR	0	0	0	1

&& REWST OE ECON REGULAR FSL POSITION (REPLACING P.I.T.
POSITION WE NOW HAVE, VACANT AT PRESENT).

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